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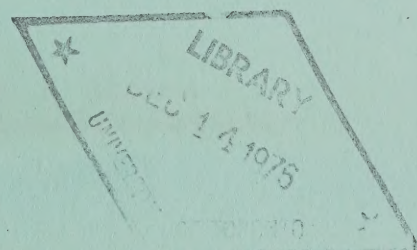
ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

OPEN MEETING WITH THE UNIVERSITY OF WESTERN ONTARIO

MAY 2, 1975

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ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

MINUTES

5-0079

MEETING

OPEN MEETING WITH THE UNIVERSITY OF WESTERN ONTARIO

LOCATION

University of Windsor

DATE AND TIME

May 2, 1975
2:45 p.m.

5-0080

PRESENT

OCUA MEMBERS

J. S. Dupré

W. E. Bagnall

T. R. Léger

M. A. Bush

A. L. McCallion

A. D'Iorio

J. F. Mustard

P. D. Fleck

M. F. Orange

R. Gerstein

Ronald S. Ritchie

L. Good

H. H. Walker

W. A. Goyan

OCUA STAFF

J. P. Venton
Executive Secretary

N. E. Simmons
Associate Secretary

MCU (Observer)

P. J. Wright
University Affairs Officer

DELEGATION FROM THE UNIVERSITY OF WESTERN ONTARIO

Dr. D. C. Williams
President

Mr. R. M. Ivey
Chairman, Board of Governors

Mr. W. C. P. Baldwin
Vice-Chairman, Board of Governors

Mr. A. K. Adlington
Vice-President, Administration
and Finance

Dr. G. L. Reuber
Vice-President (Academic) and Provost

Dr. R. J. Rossiter
Vice-President, Health Sciences

Dr. H. B. Stewart
Dean, Faculty of Graduate Studies

Prof. G. F. Chess
Chairman, Senate Committee on
Admissions and Academic
Programmes Policy

Dr. D. L. Johnston
Dean, Faculty of Law

Dr. W. S. Turner
Assistant to the Vice-President
(Academic)

Dr. A. A. Grindlay
Executive Secretary
Senate Committee on University
Planning

Miss A. Armitt
Director,
Summer School and Extension

Mr. B. G. Hartwick
Director
Information Analysis and Systems

Mr. A. S. Dobbins
Director
Financial Planning and Budgeting

Mr. K. Runge
President
Society of Graduate Students

Prof. D. Borwein
Chairman, Senate Budget
& Finance Committee

Prof. K. H. Burley
Chairman, Senate Committee
on University Development

Mr. G. L. Hartsell
Acting Registrar

Dr. J. H. Blackwell
Special Assistant to the President

Mrs. B. Campbell
Chairman, President's Advisory
Committee on the Status of
Women

Mr. W. S. McBride
Director of Finance

Mr. E. J. McLeod
Director of Financial Aid

Mr. J. Knight
President
University Students' Council

Observers

Dr. J. G. Morden
Principal
Huron College

Dr. W. J. Dunn
Dean, Faculty of Dentistry

Dr. J. J. Wettlaufer
Dean, School of Business
Administration

Dr. A. E. Scott
Dean, Faculty of Science

Sister F. Ryan
Principal
Brescia College

Dr. M. J. Flaherty
Dean, Faculty of Nursing

Dr. J. G. Rowe
Dean, Faculty of Arts

Dr. D. A. Chambers
Acting Dean, Faculty of Social
Science

Mr. L. T. Moore
Director,
University Relations and
Information

Dr. R. N. Shervill
Executive Assistant
to the President

Mr. F. Brown
President, Alumni Association

Prof. R. McDaniel
Chairman, U. W. O.
Faculty Association

Mr. T. Rush
Chairman, U. W. O. Staff Association

INTRODUCTORY REMARKS

The President's opening remarks stressed that reduction of quality in order to improve productivity resulted in a net loss to the university system. The Chairman of the Board commented briefly on the financial situation noting that in 1974-75 Western expected a surplus of \$1.2 million and that for 1975-76 a \$3.1 million deficit was forecast. However, through under-spending and flexible budgeting practices the latter deficit was to be reduced to \$2 million.

The Vice-President and Provost then reviewed in detail the University's concerns as described in the brief. His remarks are attached to these Minutes as Appendix 'A'.

In addition to matters dealt with in the brief, subsequent discussion focused on the following:

FORMULA REVISION

In the discussion of Western's suggestion for formula revision Council learned that it was felt that "the moving average" enrolment would act as an incentive against growth while at the same time maintaining distribution of funds on a per student basis. The delegation felt that a split BIU would reduce institutional flexibility to respond to demand shifts.

Western repeated its arguments for a variety of weight changes detailed in the brief. In discussion of the general issue of weight revision the delegation suggested that requests for weight changes should be considered by OCUA as they arise and that in its review of such requests OCUA should consider alternative modes of offering programmes as well as a historical series of resource diversions to disciplines in which weights were considered inadequate. It was not felt that university autonomy would be jeopardized by OCUA investigation into alternate modes.

The delegation reported that over the past three years the variability of average student weights in undergraduate Arts and Science at Western was such that the University would not be interested in adopting an average weight of 1.24 for future funding purposes. The delegation agreed to forward to OCUA the conclusions of a study undertaken in conjunction with MCU in this regard.

5-0083

TUITION FEES AND STUDENT SUPPORT

The Western delegation identified a variety of alternatives through which it was felt funds could be directed more toward truly needy students. Examples included bursaries offered through the Ministry or by the universities individually, or the denial of OSAP grants to students with low academic marks. Generally it was felt that OSAP loan arrangements should be continued on a very open basis and that university students should be allowed through this device the opportunity of averaging their future income.

5-0084

ACCESSIBILITY

The delegation saw a need for province-wide assessment of university applicants' levels of preparation in order to assist in the fair implementation of equitable admissions policies. Of special concern were students at the high (scholarship) and low (marginal admission) ends of the preparation spectrum.

The delegation had not considered the desirability of having equal proportions of academically excellent students in each university but did not express any de facto preference for such a situation. It was stressed that any university would be negligent to allow a student into a programme in which he had no chance for success. Also noted was the impact of the cost of

internal student assessments and remedial courses.

5-0085

GRADUATE STUDIES

The delegation supported regular reassessments of graduate programmes at fixed and feasible intervals with emphasis on programme quality and rank within the system. It was felt that more useful output data could be achieved using the alternate model described in the brief.

5-0086

FINANCIAL OUTLOOK

Discussion centred on the distinction between productivity increases and capital consumption. Generally it was felt that neglecting support of capital areas such as library acquisitions over a long period of time could only be interpreted as planned deterioration and capital consumption.

The University's brief had proposed a 1% productivity gain for 1976-77. The delegation stressed, however, that reduction of costs could only be considered a productivity gain if quality were maintained. Methods to achieve productivity gains were described in the contingency plan section of the brief. Alterations to faculty configurations over time were also seen as a means to this end.

The delegation pointed out that non-academic staff salaries at Western were constantly in the low end of local market scales. In most academic support areas it was felt that essential services could still be rendered adequately even though the salary levels had fallen in comparison to the local market. Difficulties were however now being encountered in recruitment. The University's average salary increases effective May 1st, 1975 would amount to 14.25%.

Although Western had planned for a \$700,000 deficit in 1974-75 the actual outcome had been a surplus of \$1.2 million for that year due to unexpected revenue increases. The University was

left at the end of 1974-75 with accumulated operating reserves totalling \$3.8 million to be used mainly for unfunded capital projects. The delegation agreed to forward to Council the University's 1974-75 operating results when finalised.

In explaining current faculty hiring practices the delegation noted that "limited term" appointments were for 2 to 3 years only and did not admit such faculty to the tenure stream. The majority of recent full time appointments at Western had been of this type and all part-time faculty were on limited term appointments.

5-0087

BRIEF FROM ST PETER'S SEMINARY AND HURON COLLEGE THEOLOGICAL FACULTY

It was noted that the proposal to provide full funding of theology students was still under Cabinet consideration. Should Cabinet agree to the proposed increase, St Peter's Seminary and Huron College would request that the student weight for theology be increased to 1.5 or 2.0.

5-0088

ALUMNI ASSOCIATION BRIEF

A representative of the Alumni Association reviewed recommendations made in its brief and expressed the Association's concern about Government's negative attitude toward universities.

5-0089

FACULTY ASSOCIATION BRIEF

A representative of the Faculty Association stressed that it would be a healthy development if universities were allowed to raise tuition fees.

5-0090

STAFF ASSOCIATION BRIEF

A representative of the Staff Association expressed concern about redundancy, equipment replacement, the level of service to students, and deterioration in staff benefits and wages. It was suggested that if the current funding trend continued non-academic staff would be forced to seek certification.

5-0091

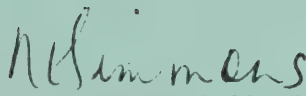
STUDENT COUNCIL BRIEF


A student representative distributed and read parts of the Student Council brief. It was stressed that Western students favoured universal accessibility to post-secondary education.

5-0092

SOCIETY OF GRADUATE STUDENTS

The President of the Society of Graduate Students expressed that body's disagreement with continuance of the current formula noting that this method of financing, in conjunction with fiscal stringency, resulted in enrolment growth without concurrent growth in student support. As well, he urged that levels of graduate student support be investigated.


.....
N. E. Simmons
Associate Secretary


.....
J. S. Dupré
Chairman

MR. CHAIRMAN, LADIES AND GENTLEMEN:

IN SPEAKING TO OUR BRIEF, I AM KEENLY AWARE THAT WITHIN THE PAST SIX MONTHS YOU HAVE HEARD NOT ONLY OUR VIEWS BUT ALSO THE VIEWS OF ALL THE OTHER ONTARIO UNIVERSITIES - SOME OF THEM TWICE! THESE VIEWS, I SUSPECT, HAVE HAD MUCH IN COMMON. THE CIRCUMSTANCES IN WHICH ONTARIO UNIVERSITIES FIND THEMSELVES TODAY REMAIN MUCH THE SAME AS SIX MONTHS AGO, EXCEPT THAT THE FINANCIAL PROBLEMS THEN IDENTIFIED HAVE BECOME EVEN MORE EVIDENT AND HOPES FOR THEIR RELIEF EVEN MORE REMOTE. RATHER THAN REPEAT THE GENERAL REMARKS I MADE LAST NOVEMBER, OF WHICH YOU HAVE A COPY SHOULD ANY OF YOU WISH TO REFRESH YOUR MEMORY, IT MAY BE MORE USEFUL FOR ME SIMPLY TO REASSERT THE FIVE GENERAL POINTS I MADE AT THAT TIME, AND THEN TO HIGHLIGHT A NUMBER OF ISSUES EMANATING FROM OUR BRIEF.

THE FIVE GENERAL POINTS I DEVELOPED AT SOME LENGTH LAST NOVEMBER MAY BE SUMMARIZED AS FOLLOWS:

1. WESTERN IS THE SECOND LARGEST UNIVERSITY IN THE PROVINCE, BOTH IN ENROLMENT AND IN THE RANGE OF OUR PROGRAMMES, WITH HORIZONS THAT ARE PROVINCIAL, NATIONAL AND INTERNATIONAL RATHER THAN REGIONAL.
2. AS THE UNIVERSITY HAS GROWN, THE SCOPE AND QUALITY OF OUR PROGRAMMES HAVE IMPROVED CONSIDERABLY BUT FURTHER IMPROVEMENT - TO SAY NOTHING OF GAINS ALREADY MADE - IS NOW IN JEOPARDY.
3. THE IMPEDIMENTS TO FURTHER PROGRESS EMANATE FROM BOTH INTERNAL AND EXTERNAL SOURCES. WE ARE SERIOUSLY AT WORK IN IMPROVING OUR INTERNAL ARRANGEMENTS. WHILE PROGRESS IS BEING MADE, WE ARE WELL AWARE THAT MORE REMAINS TO BE DONE. BUT AS I EMPHASIZED LAST NOVEMBER, WESTERN AND MOST OTHER ONTARIO UNIVERSITIES ARE HANDLING THEIR INTERNAL MANAGEMENT AT LEAST AS EFFECTIVELY AS THE GOVERNMENT ITSELF AND MOST COMPARABLE NON-PROFIT INSTITUTIONS. THIS

BEING SO, IT IS WILDLY UNREALISTIC TO BELIEVE THAT THROUGH BETTER INTERNAL MANAGEMENT, WE CAN COPE EFFECTIVELY WITH THE FORBIDDING EXTERNAL INFLUENCES THAT ARE NOW SAPPING OUR VITALITY.

4. THE MAIN EXTERNAL INFLUENCES THAT ARE AT THE HEART OF OUR DIFFICULTIES ARE: (1) PRICE INFLATION, (2) THE UNEVEN AGE DISTRIBUTION OF OUR FACULTY, AND (3) THE REFUSAL OF GOVERNMENTS TO PROVIDE FUNDS AT THE LEVELS REQUIRED TO MAINTAIN THE QUALITY OF OUR TEACHING AND RESEARCH FUNCTIONS AT CURRENT SCALES.

5. FINALLY, QUALITY RATHER THAN QUANTITY, IN MY VIEW, IS THE KEY TO OUR FUTURE FROM THE STANDPOINT NOT ONLY OF MAINTAINING PUBLIC SUPPORT BUT ALSO OF PROMOTING EQUALITY OF OPPORTUNITY IN OUR SOCIETY AND FULFILLING OUR ESSENTIAL EDUCATIONAL FUNCTIONS. TEACHING, SCHOLARSHIP AND RESEARCH ARE INEXTRICABLY LINKED; THEY ARE THE CENTRAL GOALS OF OUR EXISTENCE; AND IMPROVING PERFORMANCE IN THESE AREAS IS ESSENTIAL TO THE CONTINUED VITALITY OF THIS AND EVERY OTHER UNIVERSITY.

EVERYTHING ELSE YOU WILL HEAR TODAY STEMS FROM OUR CONCERN OVER THESE FIVE FUNDAMENTAL PROPOSITIONS. LET ME NOW TURN MORE SPECIFICALLY TO OUR BRIEF. WE BEGIN BY ADDRESSING THE QUESTIONS YOU HAVE POSED ABOUT FORMULA REVISION. OUR POSITION MAY BE SUMMARIZED AS FOLLOWS:

A) ASSUMING DIRECT BUDGETARY SUPPORT, WE REMAIN STEADFAST IN OUR VIEW THAT A STUDENT-RELATED FORMULA METHOD IS THE BEST APPROACH TO ALLOCATING AVAILABLE PUBLIC FUNDS AMONG UNIVERSITIES. THIS RESTS ON THE SIMPLE IDEA THAT IT IS IMPERATIVE TO PUT THE MONEY WHERE THE STUDENTS ARE AND TO DO SO IN AN OPEN AND AGREED-UPON BASIS WHICH AVOIDS THE UGLY PROSPECT OF EACH UNIVERSITY TRYING TO WORK OUT ITS

OWN DEAL WITH THE GOVERNMENT. SHOULD THAT PROSPECT BE ALLOWED TO DEVELOP, OCUA WOULD BE EMASCULATED, ALL VESTIGES OF UNIVERSITY AUTONOMY WOULD DISAPPEAR AND EACH UNIVERSITY WOULD FIND ITSELF HOPELESSLY OUTCLASSED IN ITS INEVITABLE BARGAINING WITH THE GOVERNMENT.

- B) WE BELIEVE CERTAIN ASPECTS OF THE PRESENT FORMULA NEED TO BE REVISED. THE WEIGHTS NEED TO BE REVIEWED, PARTICULARLY IN A NUMBER OF GRADUATE AND PROFESSIONAL PROGRAMMES, SOME OF WHICH WE IDENTIFY. IN ADDITION, WE SUGGEST THAT THE FORMULA NEEDS TO BE AMENDED TO REDUCE ITS SENSITIVITY TO ABRUPT SWINGS IN ENROLMENT. WE SUGGEST THAT A TWO- OR THREE-YEAR MOVING AVERAGE PROCEDURE MIGHT BE CONSIDERED FOR THIS PURPOSE. THIS PROCEDURE, IN ADDITION TO PROVIDING GREATER STABILITY FOR UNIVERSITY FINANCES, WOULD ALSO PROVIDE SOME INCENTIVE FOR UNIVERSITIES TO RESTRICT THEIR RATE OF GROWTH, WHICH RESTRICTION WE JUDGE TO BE DESIRABLE AT THIS TIME.

AS FOR ACCESSIBILITY, WE ATTACH HIGH PRIORITY TO THE CREATION OF A PROVINCE-WIDE SYSTEM OF TESTING FOR PURPOSES OF AFFORDING ADMISSION TO UNIVERSITIES AND FOR AWARDING SCHOLARSHIPS. WE ALSO SUGGEST THAT THE BASIS OF ADMITTING MATURE STUDENTS AND STUDENTS FROM OTHER POST-SECONDARY INSTITUTIONS BE RE-EXAMINED. IN ADDITION, WE MAKE SOME PROPOSALS FOR ADMISSION TO PROFESSIONAL PROGRAMMES. FINALLY, WE FULLY ENDORSE, AND INDEED ARE NOW OURSELVES PURSUING, POLICIES GEARED TO BRINGING MORE STUDENTS INTO UNIVERSITIES FROM CERTAIN DISADVANTAGED SECTORS OF OUR SOCIETY.

THE QUESTION OF ACCESSIBILITY INEVITABLY RAISES THE QUESTION OF FEES AND FINANCIAL AID. IN REAL TERMS, TUITION FEES NOW ARE ALMOST 25 PER CENT LESS AT WESTERN THAN TEN YEARS AGO. IT IS ALSO NOTEWORTHY THAT TOTAL STUDENT PAYMENTS THROUGH THE UNIVERSITY FOR THE SUPPORT OF ANCILLARY ENTERPRISES AND STUDENT ACTIVITIES NOW EXCEED OUR REVENUES FROM TUITION FEES.

IN OUR BRIEF WE RECOMMEND THAT CURRENT FEES REMAIN FROZEN AS A FLOOR BUT THAT EACH UNIVERSITY BE PERMITTED TO INCREASE ITS TUITION FEES BY WHATEVER AMOUNT IT DEEMS APPROPRIATE. THE BASES FOR THIS RECOMMENDATION ARE FOURFOLD:

- 1) IT WOULD RESTORE A GREATER MEASURE OF AUTONOMY TO THE UNIVERSITIES AND WOULD PARTIALLY REMOVE THE ANOMALY BETWEEN OUR STATUTORY RIGHTS AND CURRENT PRACTICE;
- 2) IT WOULD MAKE IT FEASIBLE TO OVERCOME SOME CHANCE INEQUITIES NOW FOUND AMONG UNIVERSITIES, RESULTING FROM THE FREEZING OF FEES;
- 3) UNIVERSITIES WOULD HAVE GREATER ABILITY TO COPE THROUGH THEIR OWN ACTIONS ON THE REVENUE SIDE WITH THE RAVAGES OF INFLATION AND OTHER EXTERNAL FACTORS;
- 4) A BETTER BALANCE COULD BE ESTABLISHED BETWEEN THE DEMAND AND SUPPLY OF VARIOUS UNIVERSITY SERVICES IN THE PROVINCE AND AVAILABLE UNIVERSITY PLACES COULD BE ALLOCATED AMONG STUDENTS ON A MORE RATIONAL BASIS.

THE MAIN REASON FOR MAINTAINING THE FLOOR, FOR THE PRESENT AT LEAST, IS TO GUARD AGAINST ANY ONE INSTITUTION, UNDER LOCAL POLITICAL AND FINANCIAL PRESSURES, IMPAIRING THE UNIVERSITY SYSTEM AS A WHOLE AND RAIDING THE TREASURY BY REDUCING FEES BELOW CURRENT LEVELS.

THIS IS NEITHER THE TIME NOR THE PLACE TO EMBARK ON A FULL-SCALE EXAMINATION OF THE COMPLICATED AND VEXED QUESTIONS OF WHY, TO WHAT EXTENT, AND HOW BEST TO SUBSIDIZE UNIVERSITY EDUCATION. THE CASE FOR SUBSIDIES RESTS ESSENTIALLY ON ONE OR MORE OF THE FOLLOWING THREE PROPOSITIONS, ALL OF WHICH HAVE RECENTLY COME UNDER SOME QUESTION.

THE FIRST PROPOSITION SEES THE VARIOUS GROUPS IN SOCIETY IN A CONTINUOUS STRUGGLE WITH EACH OTHER VIA THE GOVERNMENT FOR A LARGER SHARE OF THE NATIONAL OUTPUT. THUS ALL MEMBERS OF THE UNIVERSITY COMMUNITY - STUDENTS, FACULTY AND ADMINISTRATION - ARE OBLIGED TO FIGHT AS HARD AS THEY CAN, POLITICALLY AND IN EVERY OTHER WAY, FOR AS MUCH AS THEY CAN GET IF THEY ARE TO SURVIVE IN THE JUNGLE IN WHICH THEY FIND THEMSELVES. WHILE THERE MAY BE ELEMENTS OF TRUTH IN THIS VIEW, IT IS HARDLY A SATISFACTORY BASIS FOR POLICY NOR ONE TO WHICH UNIVERSITIES CAN AFFORD TO LEND ANY CREDIBILITY. IN ANY POLITICAL POWER STRUGGLE UNIVERSITIES ARE ALMOST SURE TO FARE BADLY.

A SECOND AND MORE REASONED VIEW IS THAT CERTAIN NON-MARKET BENEFITS ACCRUE TO SOCIETY FROM UNIVERSITY EDUCATION WHICH ARE NOT INCLUDED IN PRIVATE ESTIMATES OF COSTS AND BENEFITS. ACCORDINGLY, SOCIETY MUST BE WILLING TO PAY FOR THESE SOCIETAL BENEFITS IF THEY ARE TO BE PROVIDED. ONE EXAMPLE OF THIS IS THE DESIRE, FOR NATIONAL REASONS, TO HAVE A LARGER SHARE OF OUR FACULTY MEMBERS TRAINED IN CANADA. ANOTHER IS THE DESIRE TO DEVELOP A MORE CRITICAL, SOPHISTICATED AND INFORMED SOCIETY WITH A HIGHER PROPENSITY FOR PERSONAL FULFILMENT, CHANGE AND SELF-IMPROVEMENT. SOME YEARS AGO, YOU MAY RECALL, UNIVERSITY EDUCATION WAS ALSO EMPHASIZED AS AN IMPORTANT ELEMENT IN PROMOTING ECONOMIC GROWTH BUT THIS VIEW HAS RECENTLY RECEIVED LESS EMPHASIS.

THE THIRD AND PROBABLY MOST PERSUASIVE PROPOSITION IS ESSENTIALLY CONCERNED WITH IMPROVING THE DISTRIBUTION OF PERSONAL INCOME AND ADVANCING EQUALITY OF OPPORTUNITY FOR YOUNG PEOPLE IN OUR SOCIETY. WHILE MANY PERSONS AGREE WITH THESE GENERAL OBJECTIVES, INCREASING DOUBTS HAVE ARISEN ABOUT THE EFFICACY OF ACHIEVING THESE GOALS THROUGH ACROSS-THE-BOARD SUBSIDIES VIA UNIVERSITY BUDGETS - AS DISTINCT FROM SUBSIDIES PROVIDED DIRECTLY TO NEEDY INDIVIDUALS IN OUR SOCIETY. FOR ONE THING, ALL SUBSIDIES FOR UNIVERSITY EDUCATION, WHETHER DIRECT OR INDIRECT, DISCRIMINATE AGAINST THE LESS FORTUNATE WHO DO NOT GET TO UNIVERSITY. FURTHERMORE, ANY REASONABLE VIEW OF THE DISTRIBUTION OF INCOME MUST BE BASED UPON LIFETIME INCOME, NOT UPON INCOME BETWEEN AGE 18 AND 22 APPROXIMATELY, NOR UPON THE PREVIOUS GENERATION'S INCOME. ON A LIFETIME INCOME BASIS, VIRTUALLY ALL UNIVERSITY GRADUATES ARE AMONG THE MORE FORTUNATE IN OUR SOCIETY. FURTHER, MOST OF THE EVIDENCE AVAILABLE SUGGESTS THAT THE RATIO OF WELL-OFF TO NEEDY FAMILIES WHOSE CHILDREN ATTEND UNIVERSITY IS HIGHER THAN THE RATIO OF SUCH FAMILIES IN OUR SOCIETY GENERALLY.

ALONG THESE LINES, ONE CAN ARGUE THAT ACROSS-THE-BOARD SUBSIDIES FOR UNIVERSITY EDUCATION, INSTEAD OF IMPROVING THE DISTRIBUTION OF PERSONAL INCOME, PROBABLY MAKE IT WORSE. THIS HAS PROMPTED THE VIEW THAT FINANCIAL SUBSIDIES SHOULD BE MUCH MORE HEAVILY CONCENTRATED ON THE TRULY NEEDY AND SHOULD APPLY TO THOSE WHO DO NOT ATTEND UNIVERSITIES AS WELL AS TO THOSE WHO DO; THAT THOSE WHO ATTEND UNIVERSITY SHOULD HAVE MAXIMUM OPPORTUNITY TO AVERAGE OUT THEIR LIFETIME INCOME BY ACCESS TO CREDIT FACILITIES IN THEIR EARLY YEARS; AND THAT UNIVERSITY STUDENTS, EXCEPT THOSE FROM THE LOWEST INCOME STRATA, SHOULD THEMSELVES PAY A LARGER SHARE OF THE COSTS OF THEIR EDUCATION.

THIS IMMEDIATELY RAISES THE QUESTION OF TUITION FEES. OUR VIEW IS THAT THERE IS LITTLE JUSTIFICATION FOR LOWER TUITION FEES (VALUED IN REAL TERMS) TODAY THAN TEN YEARS AGO AND THAT THERE MAY WELL BE A CASE FOR SOME STUDENTS TO ASSUME A HIGHER PROPORTION OF THE REAL COST OF THEIR EDUCATION THAN THEY DID EVEN IN 1965. IT IS INTERESTING TO NOTE THAT IF OUR TUITION FEES FOR NEXT YEAR INCREASED BY \$200 ON AVERAGE, THE REAL COST OF TUITION WOULD BE SLIGHTLY LESS THAN IN 1965 - THIS IN A SOCIETY THAT NOW IS MUCH BETTER OFF THAN A DECADE AGO - AND OUR DEFICIT WOULD BE MORE THAN ELIMINATED. MOREOVER, I WOULD ARGUE THAT CURRENT UNDERGRADUATE FINANCIAL ASSISTANCE PLANS SHOULD BE CAREFULLY REVIEWED. SUCH A REVIEW SHOULD SEEK TO ENSURE THAT A HIGH PROPORTION OF THE ASSISTANCE IS SPECIFICALLY DIRECTED TOWARDS FACILITATING THE ENTRANCE INTO UNIVERSITY AND THE MAINTENANCE WHILE THERE OF TALENTED STUDENTS FROM THE NEEDIEST SECTORS OF SOCIETY. QUITE CONCEIVABLY, BY TIGHTENING UP AND PINPOINTING AVAILABLE ASSISTANCE MORE DIRECTLY, A GREATER CONTRIBUTION THAN AT PRESENT MIGHT BE MADE TOWARDS THE ACHIEVEMENT OF AN EQUALITY OF OPPORTUNITY AND INCOME. AN IMPORTANT FIRST STEP IN SUCH A REVIEW PROCESS SHOULD BE IMMEDIATE ACTION TO EXPAND AND IMPROVE OUR INFORMATION ABOUT THE SOCIAL AND ECONOMIC CHARACTERISTICS OF STUDENTS ATTENDING UNIVERSITY AND THE LEVEL AND SOURCES OF FINANCIAL SUPPORT. WITH MORE AND BETTER DATA, A CLEARER PICTURE THAN IS NOW AVAILABLE COULD BE DERIVED OF THE DISTRIBUTIONAL IMPACTS OF CURRENT PUBLIC ASSISTANCE PROGRAMMES AND HOW THESE IMPACTS MIGHT BE IMPROVED. IN THE LONGER RUN, CONSIDERATION MIGHT BE GIVEN TO PASSING MORE PUBLIC ASSISTANCE TO UNIVERSITIES VIA THE STUDENT RATHER THAN THROUGH DIRECT BUDGETARY SUPPORT.

TURNING TO GRADUATE STUDIES AND ACAP, I WILL SAY VERY LITTLE SINCE THIS AREA IS REVIEWED IN CONSIDERABLE DETAIL IN OUR BRIEF AND OUR DEAN OF GRADUATE STUDIES IS HERE TO DEVELOP FURTHER ANY POINTS THAT YOU MAY WISH TO DISCUSS. SUFFICE IT TO SAY THAT WHILE WE DO NOT SEE ACAP AS AN UNMIXED BLESSING, WE FEEL THAT ON BALANCE IT HAS BEEN BENEFICIAL. ALTHOUGH MUCH REMAINS TO BE DONE TO DEVELOP AND REFINE THE ARRANGEMENTS, WE BELIEVE THAT SOME SUCH ARRANGEMENT RUN BY THE UNIVERSITIES THEMSELVES IS ESSENTIAL IF UNIVERSITIES ARE TO AVOID FURTHER INFRINGEMENTS UPON THEIR INDEPENDENCE.

THE EFFECTIVENESS OF ACAP, IN OUR VIEW, WOULD BE IMPROVED BY TWO CHANGES IN ITS PROCEDURES. THE FIRST IS TO ASK THE EXTERNAL APPRAISERS IN FUTURE EXPLICITLY TO RANK THE QUALITY OF DEPARTMENTS IN THE PROVINCE AND TO BE MORE COURAGEOUS IN THEIR RECOMMENDATIONS FOR PHASING DOWN OR OUT EXISTING GRADUATE PROGRAMMES AND POSTPONING PROPOSED PROGRAMMES OF MARGINAL QUALITY. SECONDLY, EXPLICIT ARRANGEMENTS SHOULD BE ESTABLISHED FOR FOLLOW-UP APPRAISALS EVERY FIVE YEARS. THESE SHOULD FOCUS ON WHAT IMPROVEMENTS HAVE BEEN MADE SINCE THE LAST APPRAISAL. IN CASES WHERE PREVIOUSLY-NOTED DEFICIENCIES REMAIN OR WHERE THE QUALITY OF THE PROGRAMME HAS DRIFTED OR DETERIORATED, THE APPRAISERS, IN ADVISING COU, SHOULD BE ENCOURAGED TO RECOMMEND ITS TERMINATION. THE REASON FOR BOTH THESE SUGGESTIONS IS TO INCREASE THE INCENTIVES FOR EACH UNIVERSITY TO CONCENTRATE ITS EFFORTS AND RESOURCES ON THOSE GRADUATE AREAS WHERE IT EXCELS.

PASSING OVER QUESTIONS RELATED TO SYSTEM-WIDE CO-ORDINATION, MACRO-INDICATORS AND OTHER MATTERS, I COME TO PART II OF OUR BRIEF CONCERNED WITH THE FINANCIAL OUTLOOK FOR 1975-6. IN A WORD, IT IS GRIM. OUR BUDGET CALLS FOR A \$3.1 MILLION "PLANNING DEFICIT", THE LARGEST IN THE HISTORY OF

THE UNIVERSITY. I SAY "PLANNING DEFICIT" TO DISTINGUISH IT FROM THE "CASH DEFICIT" WHICH IS CERTAIN TO BE LESS BECAUSE OF CARRY-OVERS OF ACCOUNTS PAYABLE AND UNSPENT BUDGETARY COMMITMENTS AT THE END OF THE FISCAL YEAR. THROUGH A COMBINATION OF OUR SIZABLE PLANNING DEFICIT, CUT-BACKS IN NON-ACADEMIC UNITS, FURTHER DETERIORATION IN OUR BUDGETS FOR LIBRARY ACQUISITIONS, EQUIPMENT, APPARATUS AND RESEARCH SUPPORT AND BY ALLOWING OUR FRINGE BENEFITS TO FALL BEHIND THOSE PROVIDED BY OTHER COMPETITIVE EMPLOYERS, WE HAVE MANAGED TO MAINTAIN OUR LEVEL OF FACULTY SERVICE. THIS HAS BEEN DONE AS A MATTER OF DELIBERATE POLICY BECAUSE WE SEE THIS AS THE MOST ESSENTIAL SERVICE TO THE DISCHARGE OF OUR EDUCATIONAL RESPONSIBILITIES NEXT YEAR.

IT IS NOW APPARENT THAT WE ARE GETTING VERY CLOSE TO THE BONE. HENCE, UNLESS THE REVENUE OUTLOOK IMPROVES SUBSTANTIALLY AFTER 1976, SERIOUS DETERIORATION IN THE LEVELS OF FACULTY AS WELL AS NON-FACULTY SERVICE WILL BE INEVITABLE. MOREOVER, IT IS BECOMING ESSENTIAL THAT SOMETHING BE DONE VERY SOON TO RESTORE SOME OF THE BUDGETS THAT HAVE BEEN ALLOWED TO RUN DOWN UNDER THE CURRENT FINANCIAL SQUEEZE. THIS IS PARTICULARLY TRUE OF OUR EQUIPMENT AND APPARATUS BUDGET AND OUR LIBRARY ACQUISITIONS BUDGET - THE MOST OBVIOUS EXAMPLES OF WHERE WE HAVE BEEN LIVING OFF OUR CAPITAL.

WHAT IS PARTICULARLY DISTURBING ABOUT OUR FINANCIAL OUTLOOK IS NOT THE DEFICIT FOR JUST THE COMING YEAR BUT THE VERY BLEAK OUTLOOK FOR THE LONGER TERM FUTURE. WE HAVE RECENTLY MADE SOME VERY TENTATIVE EXTRAPOLATIONS ON VARIOUS SIMPLE ASSUMPTIONS. THESE BEGIN FROM THE BASES SET OUT IN TABLE III, PAGE 45, OF OUR BRIEF AND, IN ESSENCE, PROJECT THE LEVELS OF SERVICE IMPLIED IN TABLE III, NO INCREASE IN TUITION FEES, STEADY-STATE ENROLMENT, AND A NET DIFFERENCE OF 3 PER CENT PER YEAR BETWEEN FUTURE CHANGES IN COSTS

AND THE UNIT VALUE OF THE BIU. THESE EXTRAPOLATIONS SUGGEST DEFICITS RISING FROM \$5.3 MILLION IN 1976-7 TO \$20.2 MILLION IN 1980-1. UNLESS SOME RELIEF ON THE REVENUE SIDE WERE FORTHCOMING FROM WHATEVER SOURCES, THIS SCENARIO WOULD OBVIOUSLY REQUIRE DRAMATIC REDUCTIONS IN PAYROLL COSTS, GIVEN THE DOMINANT PROPORTION OF SALARIES IN OUR TOTAL EXPENDITURE AND THE NEED TO BALANCE THE BUDGET OVER A SERIES OF YEARS.

UNIVERSITIES, OF COURSE, ARE NOT UNIQUE IN HAVING TO MAKE ENDS MEET NOR IS THERE ANY COMPELLING REASON WHY GOVERNMENTS SHOULD AUTOMATICALLY STAND READY TO COVER WHATEVER DEFICITS UNIVERSITIES MAY GENERATE THROUGH THEIR OWN POLICIES. THE CURRENT CRISIS, HOWEVER, HAS BEEN CREATED PRIMARILY BY EXTERNAL INFLUENCES BEYOND UNIVERSITY CONTROL. SHOULD WE BE FORCED INTO SUBSTANTIAL REDUCTIONS IN THE NUMBER OF FACULTY AND STAFF POSITIONS, THE DISRUPTIONS THAT WILL ENSUE WILL RADICALLY AND IRREVERSIBLY CHANGE THE UNIVERSITY AS WE KNOW IT FOR THE WORSE.

THIS LEADS DIRECTLY TO A SUBJECT THAT IS NOT SPECIFICALLY RAISED IN YOUR LETTER BUT WHICH I BELIEVE IS LIKELY TO BE THE MOST IMPORTANT ISSUE FACING ONTARIO UNIVERSITIES OVER THE NEXT FEW YEARS. I REFER TO THE ISSUE OF UNIVERSITY AUTONOMY. IT IS NOT A QUESTION OF ONTARIO UNIVERSITIES REMAINING INDEPENDENT OF THE GOVERNMENT. RATHER, IT IS HOW THE CURRENT TREND TOWARDS LESS AUTONOMY, WHICH MAY WELL ACCELERATE UNDER STRONG FINANCIAL PRESSURES, CAN BE HALTED BEFORE UNIVERSITIES BECOME SIMPLY FRONT-LINE OUTPOSTS OF THE MINISTRY OF COLLEGES AND UNIVERSITIES. THIS IS HARDLY A NEW SUBJECT NOR ONE ON WHICH THERE IS MUCH NEW TO SAY. THE BLEAK FINANCIAL OUTLOOK HAS, HOWEVER, NOW BROUGHT THIS ISSUE TO A HEAD AS NEVER BEFORE. AS MATTERS

STAND, WE HAVE A SYSTEM THAT WITHIN BROAD LIMITS PERMITS SOME DIVERSITY AMONG OUR ONTARIO UNIVERSITIES AND ALLOWS THEM TO FUNCTION AT ARM'S LENGTH FROM THE GOVERNMENT, WITH OCUA SERVING AS A BUFFER BETWEEN THE TWO. IN RETROSPECT, THE NEXT FIVE YEARS MAY WELL COME TO BE SEEN AS THE PERIOD DURING WHICH THIS SYSTEM WAS CONVERTED INTO A STANDARDIZED UNIVERSITY OF ONTARIO WITH BRANCH PLANTS IN VARIOUS PARTS OF THE PROVINCE, FUNCTIONING IN ALL BUT NAME UNDER THE DIRECT CONTROL OF THE MINISTRY. MY COLLEAGUES AND I WOULD GREATLY REGRET SUCH A DEVELOPMENT. NOR DO I BELIEVE THIS TO BE THE WISH OF THE GOVERNMENT. THE DANGER IS THAT IT WILL HAPPEN LITTLE BY LITTLE AND LARGELY BY ACCIDENT AS WE ARE BUFFETED FROM PILLAR TO POST UNDER THE PRESSURE OF EXTREME FINANCIAL DURESS.

RATHER THAN PURSUE THIS MATTER IN GENERAL TERMS, I SHOULD LIKE TO CITE SEVERAL SPECIFIC EXAMPLES OF THINGS AT WESTERN THAT I BELIEVE WOULD BE VIRTUALLY ELIMINATED IF THE HAUNTING PROSPECT OF A GOVERNMENT-CONTROLLED MONOLITHIC UNIVERSITY OF ONTARIO IS REALIZED. ONE EXAMPLE IS THE SUBSTANTIAL CONTRIBUTIONS MADE BY OUR STUDENTS AND BY PRIVATE DONORS TO IMPROVING OUR CAPITAL FACILITIES SINCE THE 'NEAR-MORATORIUM' IMPOSED BY THE PROVINCE SOME YEARS AGO. A SECOND IS THE PRIVATE SUPPORT CONTRIBUTED TO A NUMBER OF OUR FACULTIES TO ENHANCE THEIR TEACHING AND RESEARCH ACTIVITIES. A THIRD IS THE DELIBERATE DECISION BY OUR UNIVERSITY TO MAINTAIN ITS LEVEL OF ACADEMIC SERVICE FOR THE COMING YEAR BY RE-ORDERING OUR PRIORITIES AS WE BELIEVE APPROPRIATE - AN ORDERING WHICH DIFFERS FROM THE PRIORITIES REFLECTED IN THE ALLOCATIONS AT SOME OTHER UNIVERSITIES. A FOURTH IS THE STANDARDS AND PROCEDURES WE HAVE ADOPTED IN OUR APPOINTMENTS, PROMOTIONS AND TENURE POLICIES TO MAINTAIN AND IMPROVE THE QUALITY OF THE INSTITUTION - STANDARDS AND PROCEDURES MATCHED BY SOME OF OUR SISTER INSTITUTIONS BUT NOT BY ALL. A FIFTH

IS OUR INDEPENDENT DECISION TO REQUIRE GRADE XIII ENGLISH FOR ADMISSION TO WESTERN. A SIXTH IS THE DIFFERENCE IN THE RELATIONSHIPS THAT HAVE DEVELOPED IN VARIOUS UNIVERSITIES BETWEEN THE ADMINISTRATION, ON THE ONE HAND, AND THE FACULTY, STAFF AND STUDENTS, ON THE OTHER. THIS IS REFLECTED IN THE EXTENT TO WHICH COLLECTIVE BARGAINING HAS BEEN AND IS LIKELY TO BE ACCEPTED AND THE DIFFERING DEGREES OF MILITANCY FOUND AMONG ONTARIO UNIVERSITIES. FURTHER-- MORE, WERE WE TO DELVE BELOW THESE GENERAL POLICY ISSUES, ONE WOULD FIND INNUMERABLE INSTANCES WHERE THE TRADITIONS AND JUDGMENTS AT WESTERN HAVE RESULTED IN DIFFERENT CHOICES FROM THOSE MADE ELSEWHERE IN THE SYSTEM. AND THIS DIVERSITY, IN MY VIEW, HAS GREATLY ENHANCED THE SYSTEM AS A WHOLE.

I WISH I COULD BE OPTIMISTIC THAT INDEPENDENT JUDGMENTS AND INITIATIVES BY EACH UNIVERSITY WILL BE AS FEASIBLE IN 1984 AS IN 1974. AT THIS JUNCTURE AN ORWELLIAN SPECTRE SEEMS AT LEAST AS LIKELY. UNFORTUNATELY, I HAVE NOT BEEN ABLE TO COME UP WITH MANY INGENIOUS IDEAS ABOUT HOW THIS DANGER MIGHT BEST BE GUARDED AGAINST. IT IS CLEAR, HOWEVER, THAT THE WORSE OUR FINANCIAL CONDITION BECOMES THE MORE LIKELY WE ARE TO END UP HIGHLY POLITICIZED, DULLY UNIFORM AND STAGNANT AND TIGHTLY HELD WITHIN THE ALL-EMBRACING ARMS OF THE GOVERNMENT.

G. L. REUBER

May 2, 1975

